

INTRODUCTION

1. We were appointed following a decision of the Youth Service Development Council in March, 1965, that a Committee of the Council should be formed to draw up, in co-operation with Sir George Haynes (Director of the National Council of Social Service), a possible scheme for the co-ordination of community service by young people. Our terms of reference were subsequently agreed by the Council as follows:

"To consider whether there should be facilities for the co-ordination of community service by young people in England and Wales and to make recommendations."

2. We have met on four occasions and have received written evidence from the bodies listed in Appendix III. We have also heard oral evidence from Councillor A. L. Blake (in connection with Portsmouth Youth Action) and Miss E. R. Littlejohn, Secretary of the Standing Conference of Councils of Social Service. We are grateful to all those who have so readily placed their knowledge and experience at our disposal, and particularly to our secretary and assessors.

TERMS OF REFERENCE

3. We have assumed that the desirability of service to the community, which has developed in a variety of forms over a long period as part of the social training of young people, is not at issue. We are aware that there is a rising tide of demand by young people to offer their services, and that there are many who, of their own initiative, anonymously, spontaneously and unprompted, already give service in a wide variety of ways. As the Secretary of State for Education and Science recently said in a message to a conference on this subject:

"There is no longer any need to argue the case for service by young people—whether at home or overseas. The boys and girls themselves certainly have no doubts about it, as the number and quality of those volunteering indicates, and that is what really matters."

We have equally not regarded it as part of our task to survey all the various forms which community service at present takes, nor to recommend specific directions in which it might develop. Not only would such an undertaking have been beyond our resources, but it is one which is properly the concern of the bodies which are already active in this field or will become so as community service gathers momentum. We have confined ourselves to an appraisal of the need for facilities which would aim at providing a wider cross-section of young people with access to opportunities for service, without inhibiting the freedom of action of bodies already sponsoring community service.

DEFINITIONS

4. We felt it necessary to examine our terms of reference closely at the outset, in order to be clear which young people, providing what kinds of service, should benefit from any co-ordinating facilities we might recommend. We already knew, and the evidence we have received has confirmed, that community service is rendered by senior pupils in many secondary schools of all types, frequently with the encouragement and example of the teaching

staff. Although the schools as such are not within the purview of the youth service, we decided nevertheless that it would be appropriate to regard arrangements made by schools as being eligible equally with those of other organisations to benefit from whatever facilities might be provided. The report of the Central Advisory Council for Education—"Half our Future"—supports our claim that schools should be included by indicating the importance which community service is likely to assume for the schools, particularly when the school leaving age is raised (See Appendix I).

5. We have taken the term "community service" to include all kinds of voluntary service, whether organised by voluntary or statutory bodies or given by young people who may not belong to any organised body. We recognise that some forms of service may be personal, others more impersonal. Both can be equally valuable forms of service to the community. In some cases, young people not only give their services but also meet the incidental expenses of doing so. Others are helped with out-of-pocket expenses, and others may at times receive some notional payment. We would regard all these as being within the scope of community service.

6. We have considered the meaning to be attached to the word "co-ordination" in the context of this Report. The careful co-ordination of offers of service with specific needs and opportunities is essential to the success of any group enterprise. Unnecessary or harmful overlap can often be avoided by exchanging information and experience. Joint discussion about projects can relate activities without cramping initiatives. On the other hand imposed schemes of co-ordination would be alien in spirit to the spontaneity and freedom which characterizes much of the voluntary service by young people. Co-ordination should therefore be based upon willing co-operation, be related to specific tasks and should not be thrust on any bodies who prefer to work alone. It could include making available to young people information about opportunities for community service, advice about the availability of volunteers to possible "employers", the channelling of requests for help which young people might give and the encouragement of any other developments which might seem desirable.

7. Although "young people", in youth service terms, means those below the age of 21, we recognise that there is a good deal of overlap, and that adults as well as young people might benefit from any co-ordinating arrangements we suggest. This is all to the good, and it may well be that some local agencies will serve all ages.

EVIDENCE

8. We brought to our task a general awareness that, although a number of organisations undertook work of the highest quality in this field, the coverage appeared to be far from adequate to meet the needs of all young people who were willing to offer their services. We were also conscious that the public relations aspect of community service was less successful than it should be in countering ill-informed criticism of young people and in helping to establish a bridge between those anxious to serve and those who might benefit from their services.

9. We did not assume that a new piece of administrative machinery could necessarily be contrived which would remedy these shortcomings. It seemed

important above all not to suggest anything which might blunt the edge of the outstanding initiatives shown already by organisations and individuals in this field. The need for more opportunities and the lack of any cohesive approach to the problem however, were sufficiently obvious to justify us inviting evidence from all national bodies, and a number of local ones, which we understood to have an interest in this work. We invited their views on the following questions :

- (i) Are there sufficient challenging opportunities for service available at present to match the numbers and capacity of volunteers? If not, what difficulties are being encountered?
- (ii) Should there be an agency to report upon and reflect service by youth?
- (iii) Should there be some central organisation which would be on the look-out for new types of work and which would attempt to convert any opposition there might be to the involvement of young people?
- (iv) Is there a need for local or national agencies to help in arranging opportunities for service by youth?

10. The replies of the 42 organisations which responded to this invitation or to other requests for information about particular schemes, offered us a valuable spectrum of advice—inevitably coloured by the traditions and experience of each organisation, but without exception helpful in looking ahead to the future development of community service. The evidence would amount to a sizeable printed volume and cannot for practical reasons be reproduced in this report. A selection of views is therefore reproduced in Appendix II.

CONCLUSIONS DRAWN FROM THE EVIDENCE

11. With few exceptions, the evidence reveals discontent with the present lack of facilities for the development of community service. The majority view, which we unanimously share, is that co-ordination (as described in paragraph 6) could lend strength to the existing, largely unrelated arrangements—but that it should not be such as to sap the personal initiatives from which voluntary service draws its strength. We have therefore considered what co-ordinating facilities would be appropriate, both locally and nationally, and have touched upon some of the problems which would arise.

LOCAL CO-ORDINATION

12. The ascertainment of fields of opportunity and the placing of volunteers is (with the exception of national schemes which we refer to later), very much a local matter. It is at this level that the vast majority of young people seek and hope to find openings for service, either singly, in small groups, or in larger bodies. It is therefore in small localities that co-ordination must prove itself. Of the dangers which at present exist, probably the greatest are those of frustration and disillusion because offers of service cannot be satisfied. Further stimulation of offers of service, without corresponding expansion of opportunities and an efficient placing or "matching" service, would only cause embarrassment to all concerned. It is desirable that the stimulus and the effective machinery to cope with its results, should be developed together as closely as possible.

13. Enthusiasm, whether on the part of young people or of their most ardent adult supporters, is fundamental to community service, but is of itself insufficient. There are problems of supply and demand, of publicity and recruitment, of planning and placing, to be tackled methodically and in ways which will ensure continuance when the first flush of enthusiasm may have diminished. This does not require the establishment of a ponderous administrative machine—still less a situation in which voluntary effort will degenerate into form-filling, though some element of documentation is bound to be necessary. It has been suggested in evidence that there is no purpose in setting up a "machine" until the need has first shown itself through the spontaneous activity of young volunteers. We accept the validity of this. On the other hand, the efforts of volunteers are in many cases already frustrated by the lack of facilities. We do not wish to pursue a "which comes first" argument. The important thing is that both should emerge. The timing is a matter for local judgment.

TRAINING

14. Careful briefing is essential before young people undertake any form of community service, in order to guard them, and equally those receiving this service, against disappointment or disillusion. We would stress, as some of those offering evidence have done, the importance of adequate preparation and training before any tasks other than the most straightforward are undertaken. Those who are ill prepared, either mentally or physically, for what they wish to do may not only fail themselves but also bring into disrepute the concept of service by young people as a whole. We would regard it therefore as a vital precept that those responsible for guiding young people towards any form of service should ensure their full preparedness for the job in hand.

We recommend that

there should be adequate briefing, preparation and, if necessary, training of young people before they undertake any form of community service.

A CLEARING HOUSE

15. Some form of "clearing house" is essential. It should have the qualities of a good guidance and placing agency—indeed it will be a youth employment office of a kind, though one in which the "vacancies" will have to be sought out by those responsible at any rate at first. The ideal person would be one who combined a good "placing" sense with some degree of evangelical zeal. As to the area it should cover, the experience in Portsmouth has shown the need for local responsibility for particular areas within the ambit of the general clearing house. The area should certainly be small enough to enable the contacts with young people and with those offering opportunities of service to be conducted on a basis of personal knowledge.

STAFFING

16. In considering the staffing of a clearing house, the first point, subject always to the need for efficiency, is to have regard to the administrative talents which some young people themselves possess and should be encouraged to use as their own contribution to the service. There is much evidence

(for example from the Shrewsbury Schools Voluntary Service Committee) that young people can take on a responsible job of organisation with a minimum of adult supervision or with none at all. The supervision of arrangements for a whole borough or a county area may call for more professional assistance than at the working level.

17. *Advisory Committees.* Co-ordinating bodies will wish young people to be identified with the discovery and the organisation of opportunities for service. In our view there should be established community service advisory committees which should be representative, as far as possible, of the young people giving service—indeed, they might be wholly so, with a small separate adult committee representing the various statutory and voluntary interests. It is in our view essential that one or more senior officers from different departments of the local authority should have an active interest, both as committee members and by identifying themselves with the service in other ways. This is important not only in the context of a general responsibility for the operation of the service, but also because of the involvement of the various statutory services in the provision of opportunities. We feel that there is considerable scope for young people to serve the community not only in minor projects, possibly of the more "personal" kind, which would normally occur at a very local level, but also in operations requiring a larger body of volunteers (e.g. the clearance of beaches, layout of children's playgrounds)—jobs which have the very real though incidental advantage of attracting public support for young people's efforts. Senior officers might have an important task in approaching voluntary organisations, hospitals, and other statutory bodies with welfare responsibilities to persuade them to take part in experimental schemes so as to gain experience of the value of well organised help from young people.

18. The Portsmouth experience suggests that, as well as local clearing houses which occupy the equivalent (in part-time service) of two full-time youth leaders—and in addition the active interest of senior officials—there is a need for one officer to act as a focal point for community service in the area of each local authority. This need might be greater in a very large authority, or less in a very small one—but this function ought in all cases to be part of the duties of a responsible permanent officer.

STATUTORY OR VOLUNTARY

19. It may be advanced by some statutory and voluntary youth organisations that they already operate an efficient community service scheme. In a number of cases this is so, and they are setting an admirable example. It is in our view inadequate, however, that either the statutory or voluntary field should operate independently of the other so far as the clearing house is concerned or that they should compete with each other (or between one voluntary body and another) for new opportunities of service. Public opinion, and thus the furtherance of opportunity, is more likely to be won over by well organised co-operative effort. This is not to suggest that any organisation should curtail the kind of service which has been traditionally its "preserve", but that all might work together in the common aim of fostering a growing community service.

20. The co-ordinating machinery in any locality should be readily identifiable to those seeking or offering service, and should therefore be the

responsibility of a single organisation voluntary or statutory or a combination of the two. Some evidence has suggested the local Council of Social Service or, in a country area, the Rural Community Council as the appropriate body. Others favour the local education authority, operating through its youth service organisation. We would not wish to be dogmatic about this. The important thing is that the responsible agency should be the right one for the particular area. It may be mainly a question of personalities, although financial considerations could also play a part. We would assume that the decision would be made after consultation between all the organisations concerned.

21. There are clear advantages in "user" organisations being represented in the co-ordinating machinery.

SPECIAL POSITION OF THE SCHOOLS

22. Different considerations may apply to pupils at school and to some extent to students in establishments of further and higher education. These are of two types. First, a number of the more academically able young people are already under the wing of national bodies sponsoring community service. There is much to be said for contact between such bodies and the local co-ordinating agencies and when the service they arrange is local in its impact there may be a very strong case for co-operation. Secondly, a good deal of community service, as we noted earlier in this report, is already organised by schools, usually with the encouragement of the school itself or of schools in a fairly closely knit group, with its own clearing house. Here too, we would hope not only that there will not develop an artificial distinction between service rendered by those at school and those who have left school, but that community service will indeed help in bringing together school pupils, young people at work and those in higher education. However, we recognise that there may be a tendency to keep school pupils together and to organise their services separately—if only in the interests of a school "esprit de corps" especially as community service becomes a feature of the last years of the school curriculum. Nevertheless, we would, from the point of view of the service as a whole, regret too clear a distinction between school children and others, and would hope that head teachers might see the overall advantages of close links with the general clearing house and advisory committee organisation. Above all, this might assist, by association with the general pool, in finding more opportunities for the children of relatively low initiative who are likely to be more difficult to place, but for whom community service is no less valuable—and possibly more so—than for the others.

We recommend that

- (i) in the area of every local education authority there should be local machinery designed to enlist willing co-operation at all levels in the co-ordination of service by young people: this local machinery should be the responsibility of the local education authority or of a voluntary organisation, or a combination of the two;
- (ii) one of the first tasks of such a co-ordinating body should be to conduct a survey of the opportunities available for service in its area. A continuing task would be to consider how these might be extended;

- (iii) the co-ordinating body should establish a "clearing house" or "clearing houses" for the purpose of matching the needs of volunteers, whether members of youth organisations or not, with the opportunities available. Young people should have the opportunity to assist in staffing "clearing houses";
- (iv) community service advisory committees, representative as far as possible of the young people giving service, should be established by the co-ordinating body;
- (v) schools and other educational establishments should use and play their part in organising the local machinery unless strong reasons dictate the establishment of a separate organisation.

A NATIONAL AGENCY

23. It would not follow essentially from a decision to set up local co-ordinating machinery that there should also be a national agency with similar objectives. We nevertheless agree with the view expressed by the majority of those we have consulted that such an agency would serve a valuable purpose. Outstanding examples of local initiative should be made known to local bodies in other areas and to national organisations. There is need also to encourage a sympathetic attitude to the contribution young people can make, wherever it is thought that opposition may occur. The possibility of major schemes of voluntary effort requiring national initiative or co-ordination should also be borne in mind. In short, we consider that a national agency should come into being not just because a focal point reflecting service throughout the country would be a logical apex of the structure, but because it would have an important and distinctive contribution to make.

24. We do not propose a body on which the wide variety of voluntary organisations in this field should each be represented. It should be small and so composed as to represent the interests of community service as a whole. We would not attempt to define too closely the terms of reference of such a body, but we would regard its main tasks as being to collect and disseminate information and to promote community service by young people in England and Wales as a whole.

We recommend accordingly that

a national council for service by young people should be appointed to promote the development of social training through service to the community (though not to engage directly in the organisation of schemes of service), and to recommend to the Secretary of State for Education and Science directions in which grant might be offered for this purpose.

25. We have said that we would prefer this body not to be representative of sectional interests. We urge, however, that all appointing bodies should ensure through their own appointments that the membership of the Council should include a substantial proportion of members with recent youth service experience. There would be clear advantages, as with the local organisation, in including one or more representatives of "user" interests among the membership.

We recommend that

the Council should consist of a Chairman and thirteen members ; the Chairman and four members to be appointed by the Secretary of State for Education and Science ; six members to be appointed respectively by the Association of Municipal Corporations, the County Councils Association, The Standing Conference of National Voluntary Youth Organisations (2), the National Association of Youth Service Officers, the Youth Service Association ; three to be co-opted.

26. The Council would require adequate facilities for its work ; but should not need a large staff. We have considered whether it is desirable to set up an entirely new organisation or to attach the Council's work to an existing organisation. We have been influenced by the knowledge that a new institution would take longer to establish and would be more costly in a field for which public funds tend to be limited. The existence of the National Council of Social Service as an organisation commanding the highest respect among all those we have consulted is in our view the decisive factor. We propose that the National Council of Social Service should be invited to assume this further responsibility (in consultation with the Council of Social Service for Wales and Monmouthshire (Inc.)) if it is willing to do so ; but we would urge that the new council and its work should be organised in such a way as to be a readily identifiable, new and separate organ of whatever administrative body accepts responsibility for it, and that it should not appear to be merely another piece of work which has been absorbed within an existing organisation. With this proviso in mind

We recommend that

the National Council of Social Service should be invited by the Department of Education and Science to accept responsibility for the administration of the new council.

EXISTING AND NEW NATIONAL AGENCIES

27. We stress most emphatically that the proposed new agencies are not intended to detract in any way from the work already being done by a number of voluntary organisations on a national basis. We hope that their activities will develop, both locally and nationally, with whatever help the new co-ordinating bodies can offer, and that the organisations will in turn feel able to co-operate with the new agencies. A feature of the national co-ordinating council might well be that it should offer facilities for regular conferences of all voluntary bodies working in this field.

28. We would not exclude the possibility that further organisations may be required in due course to take executive responsibility for organising schemes of service on a national basis.

NEXT ACTION

29. After consultation with the National Council of Social Service as to the establishment of the new national agency,

We recommend that

the Department of Education and Science should :

- (i) issue a circular to local education authorities and voluntary bodies explaining the proposed co-ordinating arrangements and urging

them to co-operate in the establishment of suitable local machinery ; and

- (ii) invite the co-operation of the Ministry of Housing and Local Government and the Ministry of Health in issuing a similar circular to other authorities.

SUMMARY OF RECOMMENDATIONS

- 30. (i) There should be adequate briefing, preparation and, if necessary, training of young people before they undertake any form of community service. (Paragraph 14.)
- (ii) In the area of every local education authority there should be local machinery designed to enlist willing co-operation at all levels in the co-ordination of service by young people: this local machinery should be the responsibility of the local education authority or of a voluntary organisation, or a combination of the two. (Paragraph 22.)
- (iii) One of the first tasks of such a co-ordinating body should be to conduct a survey of the opportunities available for service in its area. A continuing task would be to consider how these might be extended. (Paragraph 22.)
- (iv) The co-ordinating body should establish a "clearing house" or "clearing houses" for the purpose of matching the needs of volunteers, whether members of youth organisations or not, with the opportunities available. Young people should have the opportunity to assist in staffing "clearing houses". (Paragraph 22.)
- (v) Community service advisory committees, representative as far as possible of the young people giving service, should be established by the co-ordinating body. (Paragraph 22.)
- (vi) Schools and other educational establishments should use and play their part in organising the local machinery unless strong reasons dictate the establishment of a separate organisation. (Paragraph 22.)
- (vii) A national council for service by young people should be appointed, to promote the development of social training through service to the community (though not to engage directly in the organisation of schemes of service) and to recommend to the Secretary of State for Education and Science directions in which grant might be offered for this purpose. (Paragraph 24.)
- (viii) The Council should consist of a Chairman and thirteen members, the Chairman and four members to be appointed by the Secretary of State for Education and Science ; six members to be appointed respectively by, The Association of Municipal Corporations, The County Councils Association, The Standing Conference of National Voluntary Youth Organisations (2), The National Association of Youth Service Officers, The Youth Service Association ; three to be co-opted. (Paragraph 25.)
- (ix) The National Council of Social Service should be invited by the Department of Education and Science to accept responsibility for the administration of the new Council. (Paragraph 26.)

- (x) After consultation with the National Council of Social Service as to the establishment of the new national agency, the Department of Education and Science should
- (a) issue a circular to local education authorities and voluntary bodies explaining the proposed co-ordinating arrangements and urging them to co-operate in the establishment of suitable local machinery; and
 - (b) should invite the co-operation of the Ministry of Housing and Local Government and the Ministry of Health in issuing a similar circular to other authorities. (Paragraph 29.)

APPENDIX I

Extracts from the Report of the Central Advisory Council (England)—"Half our Future"

(162) "Many schools . . . encourage their members to undertake active personal service for the community. Many of the schools which were included in our survey told us of such activities, usually for the benefit of the old or the sick. All find that boys and girls of less than average intelligence may well be of more than average helpfulness."

(196) "One way [in which older pupils can be given personal responsibility] may lie through community service projects. Our evidence describes not only fund-raising activities for charitable causes, but also sustained enterprises in the local community involving planning, organisation, and imaginative effort by groups of pupils. Some examples quoted include voluntary assistance in the local hospitals, decorating a community centre, making and repairing toys for nursery and infant schools and individual service in schemes for helping elderly or invalid persons: 'they shop, fetch medicine, exchange library books, and just visit and cheer the aged with their youthful gaiety'. There is a double value, in the usefulness of the service itself, and in the satisfaction of the boys and girls concerned in doing a real job. The pupils who are restive and feel themselves out-growing the interests of a purely internal school society may especially respond to these more adult responsibilities. One headmistress writes:

'there have been girls going through a difficult time, and we have found a spell away from school in quite different surroundings has worked wonders. I have a strictly unofficial working arrangement with three infant and nursery schools in the neighbourhood where there are very understanding headmistresses. A troublesome girl can become a most reasonable young lady when helping to tell stories at dinner time to infants, or helping to serve meals or to dress and undress young children. Most important of all, when she has had the status of a young adult for a few weeks she seems to gain in poise and confidence in herself, which halts the downward trend.'

(200) "As larger numbers of older pupils remain longer at school, more subtle systems of sharing responsibility and developing initiative may have to be found. Community service projects appear to offer particularly satisfying possibilities."

(212) "Boys and girls growing up in a welfare state, for instance, ought to know how the social services are paid for and how they operate locally. They ought also to realise the continuing need for sensible self-help and for voluntary assistance to those unable to help themselves. If the school is one which engages in community service projects, these ideas will not be unfamiliar."

(221) "One source of outside experience on which to base studies in school could be community service projects such as we have discussed earlier. Another ready to hand, but seldom put to use, is the spare-time employment which many pupils obtain for themselves."

(227) "There are many possibilities: work on a farm, for example, as an extension of a rural studies course; helping in a local children's home or in an infant or nursery school; observing and assisting in a hospital, suitably selected; or possibly quite different enterprises, like spending two or three days behind the scenes at the local civic theatre, helping with costumes or scenery or the ticket office. Most projects of this sort could only be carried out by a few pupils at a time, but related to a larger programme they might encourage the pupils to see some relevance in their school work to the interests and work of the adult world."

*Selection of views from evidence received by the Committee**A. Adequacy of opportunities—difficulties encountered*

- (i) "Whereas some boys want to do personal service, there are others who are nervous about tying themselves to the demands of such involvement; clearing and planting the common is impersonal. . . ."
- (ii) "Most young people will respond to a rounded-off job of work, but will hesitate to commit themselves to something which goes on and on. . . ."
- (iii) "There would appear to be more young people wanting to serve than there are actual jobs."
- (iv) "One problem would appear to be lack of training . . . this may account for reticence by hospital matrons to let young people help."
- (v) "Any of us who work with teenagers know something of their lack of reliability, and the frustration which can arise from their taking on commitments which they are not able to carry out."
- (vi) "There are varying degrees of confusion and muddle as to who should do what . . . The net result is that the keenness of the young people is blunted. . . . Part of the present difficulty appears to be the discovery of what real needs exist rather than manufactured needs."
- (vii) "It is the transition from the Welfare State—structurally dependent on a relatively small cadre of professional experts—to the concept of a participant society, involving the maximum number in the care of the community."
- (viii) "What is new today in this whole movement is the conviction that the involvement of young people in community service is too important to be regarded as an optional extra."
- (ix) "There is no lack of challenging opportunities for service by young people but there are considerable organisational and financial problems."
- (x) "For most forms of service, some training or preparation is advantageous. . . . If they do not want to commit themselves to membership of an organisation, then they should be fitted in where untrained help can be given safely."
- (xi) "The assignment must offer a real need . . . contrived service opportunities invariably lead to disillusionment . . . It would be disastrous if other people's misfortunes were to be a trial and error training ground for citizenship."
- (xii) "The increasing desire of young people to give service goes alongside the changing pattern of youth work whereby youth club members are accepting responsibility for promoting their own programmes instead of having them provided for them. However, it is obvious that present service projects are insufficient to offer immediate and attractive opportunities. Opportunities are not always sufficiently challenging, nor are they confined to a short enough period to attract those who cannot attempt wider and more exciting national or international schemes."
- (xiii) "The reluctance of many authorities to co-operate by allowing young people to help in hospitals, children's homes, old people's homes, etc." "Finding leaders who can encourage the young people and make them feel their service is of importance." "When you have offered to serve refugees, it is not very interesting to be given a graveyard to tidy up."
- (xiv) "Although there may be occasional local difficulties, a person who is genuinely seeking to do a job of voluntary service can normally find a suitable opportunity."
- (xv) "The problem is getting to know where help is required."

B. An agency to report and reflect service by youth

- (i) "There is certainly need for constant education and publicity in order to convert commerce and industry, as well as the statutory bodies, to the whole idea of service by youth."

- (ii) "I think young people have become immune to publicity and propaganda with regard to any kind of community service; it will always be a task of personal inspiration rather than national leadership."
 - (iii) "We hesitate to recommend a central agency, but wonder if this task of reporting and reflecting service by youth could not be done through local Standing Conferences."
 - (iv) "An agency such as you suggest in your letter should be able to publish its findings and generally to disseminate information so that public opinion may become better informed."
 - (v) "Our experience has been that community service is not something which the membership is anxious to publicise—one would hope that any publicity would be of a kind not to deter future action."
 - (vi) "The Youth Service Development Council itself could act as the national agency to spread information and give publicity."
 - (vii) "A clearing house for information for all concerned . . . is desperately needed."
 - (viii) "Too little publicity is being given to service by young people and too much to teenage problems."
 - (ix) "Some forms of community service are only possible if done quietly and free from even local publicity. The need for the right kind of publicity for the activities of young people is of course recognised."
 - (x) "We would welcome the promulgation of information on new types of work."
 - (xi) "Factual information about the kind of service required, not publicity for good works."
 - (xii) "I feel that there is a need for a central organisation which would act as a central pool of information regarding opportunities for voluntary service and give publicity and advice."
 - (xiii) "Some of us know that many young people are active in helping others, but it will be good for many more to learn of this."
- C. *New types of work—converting of opposition*
- (i) "It would be an excellent thing to have some agency which would be on the lookout for types of work for which youth organisations might provide help."
 - (ii) "With regard to opposition to voluntary service by youth, I have found there is much of it particularly in the professional welfare field."
 - (iii) "Opposition would best be dealt with in the local situation."
 - (iv) "Local units need help and advice . . . one hears too often of crowds of young people descending upon some poor old lady to paper her room."
 - (v) "[Our] conference . . . revealed the serious difficulty of finding the right openings for many young people and the additional need to convert some adults to the work which the young can and are prepared to undertake."
 - (vi) "In any one city, the Director of Education, the Children's Officer or the Ministry of Health can make more openings available than all the voluntary bodies put together."
 - (vii) "The Department of Education should set an example by making imaginative use of the services of young people, e.g. in schools for the handicapped."
 - (viii) "My Council would be glad to know that something was being done to convert opposition to the involvement of young people."
 - (ix) ". . . essential that there should be a central agency not only to co-ordinate . . . but also to promote further opportunities and ensure that neither the young people themselves nor the general public are exploited by youth's desire to give service."
 - (x) ". . . if this is meant to refer to any objections that may be made by Trade Unions or other such bodies, we feel that this should be dealt with at Ministerial level."

- (xi) "It would be a mistake to assume that there are thousands of young people clamouring to give voluntary service and unable to do so because opportunities do not exist."
- (xii) "The problem is getting to know where help is required and where obtainable; and in this the agencies you have in mind could play a useful part."

D. The need for local or national agencies

- (i) "We would prefer to see this done by the National Council of Social Service and its constituent Councils of Social Service rather than any new organisation set up."
- (ii) "Every encouragement needs to be given towards the arrangements of local youth service committees and central funds or Local Education Authority funds would be best tied in to such committees."
- (iii) "I have considerable regard for the goodwill which the Council of Social Service inspire and would have thought that something within the existing framework would be preferable to the setting up of something new."
- (iv) "If co-ordination is needed, the National Council of Social Service is obviously the right organisation to sponsor such co-ordination."
- (v) "It seems to us that the main thing is local co-ordination between the youth organisations who can provide the help and those who are aware of the special needs of the local community."
- (vi) "There is everything to be said for bringing the youth service and all social agencies into closer touch and co-operation. I would hope nevertheless that there would be no question of placing this additional burden on existing staff. Even if no new organisation as such were to be set up, there is a clear need for new and additional staff for any organisation undertaking this work."
- (vii) "The administrative approach is, from the point of view of adult society, the one approach most likely to kill this movement."
- (viii) "One can only co-ordinate what already exists. It is our belief that opportunities sufficiently numerous . . . just do not exist as yet. The task is to create them and this postulates not administrative co-ordination but a dynamic, imaginative, creative approach."
- (ix) "We doubt whether a national agency to arrange opportunities for service by youth could serve a useful purpose, as all opportunities for such service will have to be sought locally. Locally a variety of agencies already exist . . . of these it is believed that only Local Authority Youth Committees are in existence all over the country, and it is therefore recommended that the responsibility should be given to them."
- (x) "We would underline that it must be a co-ordination which is there to underpin independent developments, helping them to be fully effective and to avoid duplication."
- (xi) "At the centre we need an advisory committee made up of representatives from the voluntary organisations, interested Government Departments, the National Council of Social Service and the statutory and non-statutory bodies which volunteers can assist. It could act as a focal point for activities throughout the country."
- (xii) "The central advisory committee could also promote a policy for co-ordinated fund raising without which we shall soon bewilder and alienate those in a position to help us."
- (xiii) "At the local level where activity warrants it, help should be given in the establishment of local liaison committees, but an administrative structure should always be avoided in advance of the volunteer activity itself."
- (xiv) "We feel that it is now absolutely essential that there should be a central agency not only to co-ordinate the present service undertaken by young people but also to promote further opportunities and ensure that neither the young people themselves nor the general public are exploited by youth's desire to give service."

- (xv) "Any agency for the promotion of this scheme should be a working partnership between the statutory body and the voluntary organisations."
- (xvi) "We are of the opinion that local agencies, preferably at L.E.A. level, to act as Clearing Houses in linking-up members of the community offering their services with the people requiring help, could render a most useful service. We are not, however, convinced that there is any necessity for a national agency for this purpose."
- (xvii) "Any organisations should be local. A central organisation would only complicate and confuse an already involved situation. The local organisation, if one is necessary, could be the local authority Youth Service."
- (xviii) "Whatever organisation your committee may have in mind to set up, nothing should interfere with co-operation at local level between the various organisations."
- (xix) "I sincerely hope that no new central body is set up for this purpose, otherwise we shall have all the paraphernalia of new committees, new conferences and more and more returns."
- (xx) "I would strongly support the proposal to set up a central organisation to co-ordinate the community service provided by the many separate youth organisations and also local and national agencies to advise on the opportunities for youth service."
- (xxi) "We would suggest that any co-ordinating machinery should be of a fairly loose and informal nature."
- (xxii) "We suggest that the National Council of Social Service might well be best fitted to provide the co-ordinating machinery on both the national and the local level. We do not see the need for a new organisation."
- (xxiii) "Long-term full-time service projects require an agency that can operate throughout the country. It therefore appears to us that what is needed is a special central staff attached to an organisation like the National Council of Social Service which already has country wide coverage."

APPENDIX III

List of national organisations and bodies which submitted written evidence or information to the Committee

Air Training Corps.
Army Cadet Force Association.
Association for Jewish Youth.
Church of England Youth Council.
Community Service Volunteers.
Council for Nature.
County of Northumberland Education Committee.
Home Office (approved schools)
(Police juvenile liaison officer scheme).
Incorporated Association of Headmasters Service Committee.
International Voluntary Service.
Manchester Lord Mayor's Conference.
National Association of Boys' Clubs.
National Association of Youth Clubs.
National Council for Catholic Youth Clubs.
National Council of Young Men's Christian Associations.
National Federation of Young Farmers' Clubs.
Portsmouth Youth Action.
Schools Voluntary Service Committee, Shrewsbury.
Scottish Education Department.
Sevenoaks School Voluntary Service Unit.
Solihull Young People's Council of Community Service.
Task Force 1964.
The Boys' Brigade.
The Boy Scouts Association.
The British Red Cross Society.
The Campaigners.
The Church Army.
The Council of Social Service for Wales and Monmouthshire (Inc.).
The Girl Guides Association.
The Girls' Guildry.
The Girls' Life Brigade (Inc.).
The Grail.
The Methodist Association of Youth Clubs.
The National Association of Youth Service Officers.
The National Council of Social Service.
The Sea Cadet Corps.
The St. John Ambulance Brigade.
The Young Women's Christian Association of Great Britain.
The Youth Service Association.
Toc. H.
Wirral Associated Schools Project Society.
Youth Hostels Association (England and Wales).

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DEPARTMENT OF EDUCATION AND SCIENCE

Service by Youth

REPORT OF
A COMMITTEE OF THE YOUTH SERVICE
DEVELOPMENT COUNCIL

December 1965



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